

18 May 1971

MEMORANDUM FOR: Director, National Estimates

SUBJECT: Production of Military Estimates

1. As we all know, NIE's 11-8-70 and 11-3-71 have been well received by consumers at the highest levels of the Government, and I am glad that our military estimates now appear to be on the right track. No doubt they can be further improved as we become more accustomed to the new and extended format, and as we receive suggestions and recommendations from our readers.

2. Production of these estimates was inordinately delayed, owing in part to the much greater length and detail in which the material was set forth. But there appear also to have been problems arising out of the procedures, admittedly experimental, which I outlined to you last year for producing these papers. I want, therefore, to modify and clarify my earlier memorandum so as to insure that the estimates are produced more expeditiously.

3. The Board of National Estimates, and specifically the Board member designated as Chairman of the paper, remain responsible for the content and structure of the estimate as a whole. An Agency task force, headed by a senior substantive analyst from the DD/I or DD/S&T and with membership from the substantive offices of the DD/I, DD/S&T and the ONE Staff, will support the BNE Chairman and be directly responsible to him. Members of the task force will also be responsible for keeping the DD/I and DD/S&T informed of the progress of the estimate and any potentially significant problems.

4. The first stage in production of the estimate will be meetings among the BNE, the Agency task force, and Community representatives to discuss and agree on the main issues to be addressed, the scope of their treatment, and a working outline in as much detail as may be feasible. The BNE Chairman will then task the various participants for inputs -- in the form of contributions, draft sections of text or annexes, statements of potentially divergent positions -- with a view to insuring that the special competence of each is fully utilized.

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5. Working in close consultation with the Board Chairman, the head of the task force will direct the preparation of an initial draft. Inputs from the participating USIB agencies and committees should be used, when feasible, as the basis for sections of this draft; it should also incorporate divergent views on major issues. The initial draft will be reviewed and revised by BNE to insure that a coherent, integrated, and balanced working draft is sent to USIB agencies for coordination in the customary manner.

6. Obviously we must produce these estimates on the schedule to which we commit ourselves and on which consumers rely. I wish, therefore, that all concerned should give to their preparation the highest priority, subject only to clearly overriding demands of work on other projects of great urgency.

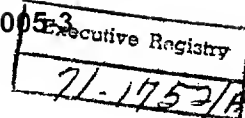
(signed) Richard Helas

Richard Helas  
Director

15 JAN 1971

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18 May 1971

**MEMORANDUM FOR:** Lieutenant General D. V. Bennett, USA, Director  
Defense Intelligence Agency

**SUBJECT:** Production of National Intelligence Estimates on  
Soviet Forces (S-1087/DE)

1. I have studied carefully your memorandum to me of 6 April concerning production of NIE's on Soviet forces. It is obvious that changes in the scope and content of these papers made last year gave rise to problems which we must now sort out. In particular, the delays which caused inconvenience in Defense must not recur.

2. I take it to be established that estimates on these subjects must now contain extended statements of evidence and analysis supporting key judgments, and that differences of view must be fully explained, not merely asserted. The President's letter to me of 8 March warmly commended these innovations and must be taken as guidance for our future work.

3. Other users, as you indicate, may not need such a detailed presentation. For them, we should continue to provide extended conclusions and summary tables. Also, now that we have comprehensively covered the subject in the last round, it will be possible to transfer some material from the main text to annexes, and perhaps to omit some. In future, the main text should be constructed around the several key estimative issues, with purely descriptive or historical matter, so far as it is still needed, being removed to annexes.

4. I do not favor your suggestion for publishing a separate quarterly series on what you call "basic intelligence . . . that does not relate directly to key issues. . . ." A distinction between what is "basic" and what is not seems to me artificial in the case of these estimates, especially since we are now required to provide large amounts of detail. Users have often told us, moreover, that they greatly value having all relevant information in a single document. In addition, I do not wish to see a further proliferation of publications which, apart from being undesirable in itself, would be wasteful

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of our production resources at a time when we are under injunction to use them more efficiently.

5. As to procedures, I consider it essential that responsibility for organizing and guiding our common effort in the production of NIE's remain centered in the Office of National Estimates. This system, which has proved itself over more than two decades, best insures that the resources and special competence of all participating agencies will be fully and fairly utilized.

6. Therefore, I intend that the Board of National Estimates remain responsible as before for preparing the Community's working drafts as well as for effecting their coordination. The Board will task participating agencies for inputs in the form of contributions, draft sections of text or annexes, and statements of potentially divergent positions. (Clearly, for these estimates "contributions" which are in effect whole drafts are unsuited and wasteful.) ONE will insure that the inputs of all agencies are used to achieve a coherent, integrated, and balanced working draft.

7. Particularly in view of your desire to see NIE's 11-3 and 11-8 appear even earlier this year, a matter I understand we will be discussing shortly when USIB takes up the estimative program, I consider the procedures outlined above essential to accomplish our common task.

(S) Richard Helms

Richard Helms  
Director

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RHelms/ecd - 18/5/71

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Next 6 Page(s) In Document Exempt

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